

Message Text

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TO AMEMBASSY BONN PRIORITY

INFO USMISSION BERLIN

AMEMBASSY PARIS

AMEMBASSY LONDON

AMEMBASSY MOSCOW

C O N F I D E N T I A L STATE 218946

E.O. 11652: GDS

TAGS: PGOV, PBOR, ETRN, WB, UR

SUBJECT: MEETING WITH SOVIETS ON ATC PROCEDURES

REF: BONN 14519

1. DEPARTMENT BELIEVES EFFORT SHOULD BE MADE TO ENGAGE SOVIETS IN TECHNICAL LEVEL DISCUSSION OF OUTSTANDING BERLIN AVIATION ISSUES, INCLUDING LUFTHANSA'S FRANKFURT-TEGEL-MOSCOW FLIGHTS, BEFORE NATO MINISTERIAL MEETINGS IN DECEMBER. EMBASSY WILL RECALL THAT FRG FOREIGN MINISTER SCHEEL RAISED BERLIN AVIATION ISSUE LAST MAY IN COPENHAGEN, AND NO ALLIED ACTION WITH SOVIETS ON FRG BEHALF HAS YET BEEN UNDERTAKEN.

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2. TO AID DEVELOPMENT OF ALLIED CONSENSUS, DEPARTMENT

IS PREPARED TO ENDORSE THE SUBSTANTIVE CONTENTS OF VIRTUALLY ALL SECTIONS OF BONN GROUP SCENARIO PAPER OF AUGUST 21. WE CONTINUE, HOWEVER, TO OPPOSE POLITICAL-LEVEL TALKS WITH SOVIETS IN BERLIN, BELIEVING THAT THESE WOULD UNNECESSARILY PROVIDE SOVIETS WITH OPPORTUNITY TO LEAD DISCUSSION INTO AREAS WE WISH TO AVOID. IN OUR VIEW ONLY NON-TECHNICAL REQUIREMENT IS TO CONFIRM WITH SOVIETS THAT MOSCOW HAS AGREED IN PRINCIPLE TO LUFTHANSA ENTRY INTO BERLIN CONTROL ZONE (BCZ) FOR LANDINGS AT TEGEL. SUCH CONFIRMATION COULD BE SOUGHT IN ONE BRIEF CONVERSATION BETWEEN CHAIRMAN ALLIED POLAD OR CHAIRMAN ALLIED

PROTOCOL OFFICER WITH SOVIET OPPOSITE NUMBER. THIS WOULD BE FOLLOWED BY TECHNICAL TALKS IN BERLIN AIR SAFETY CENTER (BASC) AS GENERALLY OUTLINED IN STATE 136795, USING TALKING POINTS CONTAINED ANNEX II OF BONN GROUP PAPER.

3. AN ALTERNATIVE PROCEDURE FOR GETTING THE TALKS STARTED MAY HAVE BEEN PROVIDED BY THE SOVIETS THEMSELVES IN THEIR APPROACH IN BASC ON SEPTEMBER 4 (BERLIN 1537). IT SHOULD BE POSSIBLE SIMPLY TO ACCEPT THIS SOVIET PROPOSAL FOR BASC LEVEL MEETINGS, ON SAFETY ISSUES, REQUESTING AT THE SAME TIME THAT THE AGENDA BE EXPANDED TO INCLUDE THE QUESTION OF LUFTHANSA'S ENTRY INTO THE BCZ AND THE BARTCC-SCHOENEFELD COMMUNICATIONS LINK. IN THIS WAY, THE WHOLE MATRIX OF OUTSTANDING AIR ISSUES COULD BE CONSIDERED WITHOUT COMMITMENT, IN A RELATIVELY SAFE, TECHNICAL FORUM.

4. DEPARTMENT BELIEVES THIS LAST IDEA MERITS EARLY CONSIDERATION IN THE BONN GROUP. GIVEN APPROACH UK HAS TAKEN PREVIOUSLY (BONN 14519), WE RECOGNIZE NEED TO DISPLAY SOME FLEXIBILITY ON SPECIFIC ISSUES SOVIETS HAVE RAISED FOR DISCUSSION. FOR TIME BEING, EMBASSY MAY INFORM OTHER BONN GROUP MEMBERS THAT DEPARTMENT WILLING TO:

A. LISTEN TO SOVIET PROPOSALS WITHOUT PRIOR QUALIFICATION,
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B. ADOPT OPEN ATTITUDE ESPECIALLY TOWARD POSSIBILITY OF REALIGNING TEMPELHOF VOR APPROACH 27B AND ON MANSBACH BEACON TIMES, PROVIDED SOVIETS SHOW SIMILARLY FLEXIBLE ATTITUDE ON BCZ LANDING PROCEDURES FOR LUFTHANSA AND ON ESTABLISHMENT OF BARTCC SCHOENEFELD LINK.

C. REFUSE TO ALTER PROCEDURES FOR LOCAL FLIGHTS, SINCE WE CONCUR GENERALLY WITH VIEWS EXPRESSED IN

BERLIN 1561 AS TO DANGERS WHICH WOULD FLOW FROM ANY
RESTRICTIONS ON LOCAL FLYING. WE DO NOT SEE NEED,
HOWEVER, TO PRECLUDE DISCUSSION OF THIS SUBJECT, IF
SOVIETS WISH TO MAKE DETAILED PRESENTATION.

5. THE BONN GROUP SCENARIO PAPER WILL HAVE TO BE AD-
JUSTED TO REFLECT WHICHEVER ONE OF THE THREE APPROACHES
TO THE SOVIETS, I.E., (A) CHAIRMAN ALLIED POLAD,
(B) CHAIRMAN ALLIED PROTOCOL OFFICER, OR, (C) POSITIVE
REPLY IN BASC TO SOVIET SEPTEMBER 4 PROPOSAL, IS
FINALLY ADOPTED. RUSH

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